

## CHAPTER 2. DEVELOP THE ANNUAL DISTRICT AVIATION SAFETY PROGRAM PLAN

### SECTION 1. BACKGROUND

#### 1. PROGRAM TRACKING AND REPORTING SUBSYSTEM ACTIVITY NUMBER. Reserved.

**2. OBJECTIVE.** The objective of this task is to prepare a district Aviation Safety Program plan for the fiscal year. Successful completion of this task results in a comprehensive plan which promotes maximum utilization of district resources and supports accomplishment of national, regional, and district goals.

**3. GENERAL.** The annual district Aviation Safety Program plan is a working outline to manage the year's program budget, resources, and activities. Both airworthiness and operations Safety Program Managers (SPM)s may set objectives. However, the goal is to combine both program objectives into one integrated office plan. The plan should be pertinent to district interests and problems, as well as regional and national goals.

**4. PLAN FORMAT.** The district plan format should contain the following information.

*A. Goals and Objectives.* The district plan should include regional and national goals as well as specific district objectives. The plan should be designed to accomplish those goals and objectives.

*B. Identification of District Problem Areas.* All significant causal factors as well as identifiable trends

pertinent to the district accident/incident rates should be listed in the plan. Trends should be monitored for the length of time necessary to evaluate fluctuations in activity levels. Program activities should address district problem areas.

*C. Time Allocated for the Program.* The amount and sources of the person-hours needed to accomplish the goals of the plan should be noted. A minimum of one person-year of the SPM's time and the additional hours of Flight Standards District Office (FSDO) resources needed to accomplish objectives and emphasis items should be allocated to the program.

*D. Required Resources.* A suitable government vehicle, such as a van, must be available to the SPM for program support. Special audiovisual equipment requirements should be listed in the plan.

*E. Resources Available.* All district resources, such as state aeronautical agencies, counselors, airport safety committees, military facilities, personnel from Airports and Air Traffic, industry representatives, and others should be listed.

*F. Plan of Action.* The text must include a management plan which applies the available resources to the goals and emphasis areas of the program. The plan should be realistic and applicable.

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## SECTION 2. PROCEDURES

### 1. PREREQUISITES AND COORDINATION REQUIREMENTS.

*A. Prerequisites.* This task requires knowledge of national and regional Aviation Safety Program goals, qualification as an Aviation Safety Inspector (ASI) and appointment as an Safety Program Manager (SPM).

*B. Coordination.* This task may require coordination with Unit Supervisors, other ASIs, the Regional Safety Program Manager (RSPM)(s), Aviation Safety Counselor (ASC)s, and other program participants.

### 2. REFERENCES, FORMS, AND JOB AIDS.

#### *A. References.*

- Order 1800.56, National Flight Standards Work Program Guidelines (current edition)
- Annual district plan from the previous year
- Regional goals and objectives, if available
- FSDO accident/incident data and statistics from the previous year
- Near midair collision reports from the previous year
- Safety Improvement Reports from the previous year
- Remedial Training Records
- Enforcement Investigative Reports
- Malfunction and Defect Reports
- Service Difficulty Reports
- Copies of Flight Assist reports from the previous year
- Aviation Safety Program videos, film, and slide presentations
- Aviation Safety Program pamphlets
- Advisory Circulars
- Publications from other agencies and sources

#### *B. Forms.*

- None

#### *C. Job Aids.*

- Sample figure

### 3. PROCEDURES.

*A. Organization.* Develop the district annual Aviation Safety Program plan by establishing goals based

on the national and regional goals. Include district objectives.

*B. Identify District Accident/Incident Trends and Causal Factors.* Research national, regional, and district data to determine primary problem areas.

(1) If more information is needed, request accident/incident statistics from the Regulatory Support Division, Aviation Data Systems Branch, AFS-620, located at the Aeronautical Center.

(2) Additional information may be requested from the National Aeronautics and Space Administration, Air Traffic, Aviation Medicine, and other agencies or organizations to more fully identify and define district problems.

(3) List all significant factors and trends in order of importance.

*C. Resources.* List all available resources in enough detail to enable another inspector to support the program should the SPM be unavailable or require assistance. Be specific enough to make the RSPM aware of any special resources that might benefit the entire region. The list should include, but not be limited to, available facilities, sponsors, industry contacts, and names of counselors or other potential program participants with special expertise in particular areas. Anyone or anything that will help the program should be considered a resource.

*D. Coordinate Program.* Coordinate district problems that emerge from the accident/incident analysis with emphasis on national and regional areas and match subjects with resources. The result will form the basis of the annual district office plan. The text should address all major district, regional and national concerns. Activities must meet requirements of Order 1800.56, National Flight Standards Work Program Guidelines (current edition). Periodically, events may occur that will require a revision to the annual plan.

*E. Submit to Manager.* Submit the completed annual plan to the district office manager for review and approval. Make any necessary changes and resubmit.

*F. Forward to RSPM.* After the district office manager approves the annual plan, forward the plan to the RSPM for consolidation into the region's program.

The district plan should be sent to the RSPM no later than the tenth day of September.

G. Enter the program into Program Tracking and Reporting Subsystem (PTRS) planning module software. Enter all appropriate planned work activities into the current fiscal year planning module software. These will appear as "P" planned items. The exception will be "R" required items which are automatically generated by the software.

**4. TASK OUTCOMES.** The successful completion of this task results in a comprehensive annual plan of action for the district Aviation Safety Program.

## **5. FUTURE ACTIVITIES.**

A. *Prepare a Schedule.* Prepare a schedule of events with lead times noted.

B. *Prepare a Budget.* Prepare the annual district office Aviation Safety Program budget.

C. *Review the Plan.* Evaluate, and modify the plan as needed.

D. *Manage Events.* Manage the scheduled events and activities.

## FIGURE 2-1. SAMPLE ANNUAL DISTRICT AVIATION SAFETY PROGRAM PLAN

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### XYZ FLIGHT STANDARDS DISTRICT OFFICE ANNUAL AVIATION SAFETY PROGRAM PLAN FOR FISCAL YEAR (FY)-99

**NOTE:** The numbers provided in this sample are for example purposes only. Safety Program Managers should enter the appropriate figure for their specific jurisdictions.

#### 1. GOALS AND OBJECTIVES.

*A. National.* The national goal is to promote safety and technical proficiency by providing guidance and support for the aviation community through education.

*B. Regional.* Regional goals are to reduce accidents by improved airmen competency and knowledge through increased attendance at safety seminars and to expand the safety counselor corps to include all facets of the aviation community with emphasis on airworthiness counselors.

*C. District.* District goals are to increase the number of flight instructor workshops to more effectively address the accident rate for pilots of personal/pleasure flights, produce new program materials for presentations to agricultural operators, and increase airman education programs on Air Traffic Control (ATC) procedures, controlled airspace, and maintenance record entries.

#### 2. IDENTIFICATION OF DISTRICT PROBLEM AREAS.

*A. Accident History.* In the preceding 5 years there were 50-56 accidents in XYZ FSDO's district each year. The distribution of accidents between types of aircraft operation has not changed significantly during the last 5 years. Agricultural operations and personal/pleasure flights continue to account for the highest numbers of accidents.

*B. Types of Operation by % of Accidents in FY98.*

- Agricultural Operations - 45%
- Personal/Pleasure Flights - 42%
- 14 CFR 135 Operations - 4%
- Business Flights - 4%
- 14 CFR 91 Commercial Flights - 2%
- 14 CFR 61 Instructional Flights - 2%
- Other - 1%

*C. Causal Factors by % of Accidents in FY98.*

*(1) Operational - 74%*

- Takeoff & Landing - 30%
- Collision With Terrain or Objects - 18%
- Fuel - 16%
- Weather - 6%
- Stall/Spin - 2%

*(2) Mechanical - 26% \**

- Engine Failure - 17%
- Exceeded Life Limits - 6%
- Suspected Unapproved Part - 3%

\* 88% of the total number of mechanical failures involved agriculture aircraft

*D.* Two significant accident trends were identified. There is an unusually high incidence of accidents due to mechanical failures, primarily involving agriculture aircraft, and a continued high incidence of takeoff and landing accidents and accidents which involved collision with terrain for personal/pleasure flights, primarily in the southwestern area of the district.

**FIGURE 2-1 SAMPLE ANNUAL DISTRICT AVIATION SAFETY PROGRAM PLAN (Continued)**

*E. Near Midair Collisions (NMAC's).* There were 2 NMAC's reported in the district in FY98. One involved a student pilot and a corporate aircraft landing at the primary airport. The other involved an agriculture aircraft and a private pilot, both departing a non towered airport. No NMAC trends were identified.

*F. Safety Improvement Reports (SIR's).* The district received 14 SIR's during FY98. Eight SIR's involved inadequate communications with the ABC Automated Flight Service Station, particularly for instrument flight rules (IFR) flights departing LMN Airport. Three SIR's reported unlighted towers near airports. Two SIR's noted possible conflicts with operations at a private airport near the traffic pattern of a public airport. The conflict between traffic at the private and public airport has been resolved. Measures initiated to improve communications with ABC Automated Flight Service Station will be effective November 15, 1998. Those measures are expected to alleviate difficulties in filing and activating flight plans at LMN Airport. No other significant trends have been identified.

*G. Flight Assists.* Six pilots received flight assists in the district in FY98. Five of the pilots resided in other states and were en route to out-of-district destinations. No trends for district airmen were identified.

*H. Incidents.* The FSDO processed 67 incidents in FY98. Fifty-four incidents involved pilot deviations. Seventy-four percent of the deviations involved failure to obtain or comply with an ATC clearance in terminal airspace. Eighty-eight percent of those pilot deviations involved agricultural aircraft being ferried from one location to another or personal/pleasure flights by private pilots. This trend has decreased slightly in the last two years, but continues to be a significant factor.

*I. Accident/Incident Trend Summary.* Three significant trends will be addressed in the FY99 Aviation Safety Program:

- (1) agriculture aircraft accidents in which mechanical failure was a major contributing factor;
- (2) takeoff and landing accidents and accidents which resulted from collision with terrain, both of which involved personal/pleasure flights, primarily in the southwestern area of the district; and
- (3) a high number of incidents/pilot deviations which involved controlled airspace and ATC procedures.

**3. TIME ALLOCATED FOR THE AVIATION SAFETY PROGRAM.** The following hours will be required to accomplish the FY99 planned activities and objectives of the Aviation Safety Program.

- A. *SPMs.* 3600 hours.
- B. *Operations.* 340 hours.
- C. *Airworthiness.* 300 hours.
- D. *Clerical.* 412 hours.

**4. RESOURCES AVAILABLE.** The following resources will be used to support district program activities:

- Aviation Safety Counselors (72)
- Air Traffic/Flight Service Facilities (10 locations)
- Designated Medical Examiners (3 locations)
- Designated Pilot Examiners (6 locations)
- Designated Mechanic Examiners (4 locations)
- Physiologists and Physicians (XYZ Air Force Base)
- Civil Air Patrol (6 locations within the district)
- State Department of Aeronautics
  - CFI refresher Clinics
  - I/A Renewal Training

**FIGURE 2-1 SAMPLE ANNUAL DISTRICT AVIATION SAFETY PROGRAM PLAN (Continued)**

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- AMT and Pilot Training Seminars
- The 99's (program support & annual Wings fly-in)
- XYZ University, School of Medicine (human factors)
- Fort XYZ Army Base (graphics and audiovisual aids)
- Vo-Tech Schools (8 locations - meeting facilities)
- LMN Air National Guard (facility for large seminar)
- State Flight Instructor Association (CFI workshops)
- State Agricultural Aviation Association (seminars)

**5. PLAN OF ACTION AND EMPHASIS AREAS.** Emphasis areas for FY99 will be safety awareness for agricultural operators, preflight planning for flights into high density altitude airports with special attention to takeoff and landing considerations for non-commercial pilots, and increased airman education in ATC procedures, controlled airspace, and maintenance record entries.

*A. Agricultural Operators.* The unique nature of agricultural operations requires special safety considerations and increased safety awareness which can most effectively be generated from within the operator ranks. The special circumstances of aerial applicators will be addressed in three ways.

(1) Flight Standards District Office airworthiness SPM and inspectors will cooperate with the State Agricultural Aviation Association in producing a series of 8 safety seminars at locations throughout the state just prior to the beginning of the aerial application season.

(2) Four new ASC's who are widely respected in the agricultural community join six other excellent ASC's with agricultural expertise to work with fellow agriculture pilots on an individual, informal basis throughout the year to increase pilot awareness of potential hazards.

(3) The FSDO will sponsor a booth at the Agricultural Aviation State Convention and inspectors will be available throughout the convention to answer questions, emphasize safety awareness, and meet operators on a cooperative basis.

*B. High Density Altitude/Takeoff & Landing Accidents.* Counselor training for FY98 included a special segment on conditions that contribute to the high accident rate in the southwestern part of the district. Aviation Safety Counselors in that part of the state have developed posters and slide presentations to use at all airports in the area. A series of 10 safety seminars conducted by ASC's are planned for that area in the first quarter of FY99. The local CAP squadron will assist and provide guest speakers.

*C.* Additionally, the State Flight Instructor Association will host 6 workshops for all district flight instructors. These workshops will feature ASC's who are also pilot examiners and explore ways that CFI's can increase student awareness of preflight considerations for flights that involve high density altitude airports and/or high surrounding terrain.

*D. ATC/Airspace Procedures.* A joint program sponsored by the FSDO and XYZ ATC facility was started in the last quarter of FY98. Initial response was excellent and the program will be continued throughout FY99. A series of 12 safety seminars will feature joint presentations by ATC specialists and FSDO operations inspectors. In a departure from former practice, 6 of the seminars will be given at cities with non towered airports to provide better information regarding controlled airspace and ATC procedures for pilots that usually fly in less complex airspace.

*E. Maintenance Record Entries.* Conduct four seminars throughout the district with emphasis on improving the quality of maintenance record entries. Coordinate with two local vo-tech schools to ensure that the curriculum includes at least two hours of instruction related to maintenance record entries.

**FIGURE 2-1 SAMPLE ANNUAL DISTRICT AVIATION SAFETY PROGRAM PLAN (Continued)**

*F. Increased Attendance at Safety Seminars.* Aviation Safety Counselors are developing new audiovisual aids that will be ready by the second quarter of FY99. The new aids adapt standard presentations to specific local areas and situations. This is expected to spark interest in areas where seminar attendance previously has been low. Also, the Civil Air Patrol and several other organizations will publish a complete schedule of Aviation Safety Program activities and events in their quarterly newsletters, which are distributed statewide.

*G.* Additionally, two nationally known speakers have been scheduled to speak at 4 seminars. We anticipate that popular speakers known for their innovative approach to aviation safety will substantially increase attendance at seminars.

**6. PLANNED EVENTS.** The following activities are scheduled for FY99. The planned activities meet or exceed the requirements of FAA Notice 1800.138, National Flight Standards Work Program Guidelines.

• Public User Meetings	12
• Pilot Safety Meetings	402
• (SPMs - 84)	
• (ASC's/ASI's - 368)	
• Flight Instructor Meetings	10
• (SPMs - 4)	
• (ASC's - 6)	
• Corporate Aviation Safety Programs	4
• Air Carrier Safety Programs	6
• Inspector Authorization Renewal Meeting	1
• Airworthiness/Avionics Meetings	32
• ASC Support (monthly newsletter)	12
• [Additional support activities will be added as needed]	
• Industry Conducted Activities	4
• Special Events:	
• Agricultural Aviation State Convention	1
• State-wide Wings Fly-in Clinic	1
• Joint ATC/FSDO Seminars	12
• Annual Super Seminar	1
• Ongoing Activities:	
• Airport Safety Committee Support (18 committees)	
• ASC Activity Support (adjusted monthly as needed)	
• WINGS Program (included in all seminars, clinics, and workshops)	
• AMT Awards Program (included in all seminars, clinics, and workshops)	
• Ad Hoc Activities:	
• 12 additional safety seminars will be presented during the year by the SPM and/or ASC's. Subject matter will be determined by events during the year.	

**7. SUMMARY.** National, regional, and district objectives will be met and district accident/incident trends will be addressed by incorporating the following measures. The number of safety seminars designed specifically for agricultural operators and pilots operating under 14 CFR part 91 will be increased. The quality of planned seminars will be continuously upgraded by the use of new materials developed by ASC's and by the addition of well known guest speakers. The joint seminars with ATC will be expanded and made an ongoing part of the district program. Joint seminar coverage will be extended to include less populated areas as well as major cities. This program will be reviewed monthly and adjusted to modify projects and include new emphasis items as necessary.